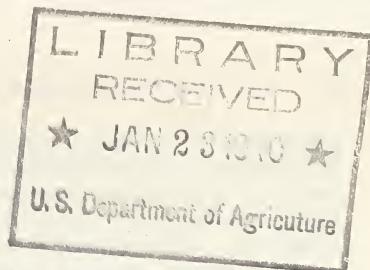


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REPORT OF THE DIRECTOR OF PERSONNEL, 1939

UNITED STATES DEPARTMENT OF AGRICULTURE,
OFFICE OF DIRECTOR OF PERSONNEL,
Washington, D. C., June 30, 1939.

Hon. HENRY A. WALLACE,
Secretary of Agriculture.

DEAR MR. SECRETARY: Herewith I submit a report of the work in the Office of Personnel for the fiscal year ended June 30, 1939.

ROY F. HENDRICKSON, *Director.*

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INTRODUCTION

Personnel management in the Department is deeply grounded in the objectives of the work program which has been assigned by Congress. It takes into account a great variety of functions and of organizational units. Personnel policies and activities permeate administration in all agencies of the Department, whether they are engaged in research, regulatory work, educational programs, administering grants in aid, action programs, staff functions, or combinations of these functions. The employees which the personnel program must reach are engaged in hundreds of professions and occupations scattered throughout the United States and many foreign countries. The Office of Personnel operates under a variety of employment authorities, and its program must be adjusted to a wide range of employment conditions.

Control of personnel matters is largely vested in the Secretary, who delegates much of his responsibility to the Office of Personnel. This Office in turn emphasizes the greatest possible delegation "down the line," which necessitates the creation and development of strong

personnel offices in each of the bureaus—strong in the sense that they will be directed and adequately staffed by persons fully qualified to assume increasing responsibilities for all phases of personnel administration, executed within a framework of general policy and coordination applicable to the entire Department. Progressive personnel administration is effective only insofar as its policies and programs are translated into action by intelligent supervision. It is through their contacts with individual supervisors that bureau personnel officials are in a position to bring about a greater appreciation and understanding of the personnel phases of day-to-day management.

The Office of Personnel is primarily a leadership unit with functions which are in part advisory, in part service, and in part regulatory. It seeks to accomplish its functions through leadership by coordinating and correlating processes rather than through the exercise of controls vested in it. Its work must be carried on in close cooperation with the bureaus on the one hand and with the Civil Service Commission on the other.

Personnel management seeks first of all to obtain the maximum utilization of our human resources for the most effective execution of the Department's work program. Secondary to this economic objective is the social objective of employee contentment and achievement. These two objectives are wholly compatible, for wholesome personnel relationships play an important part in the ability of the Department to fulfill its obligations to the public.

In its recruitment activities, personnel management must be geared to compete with private enterprise for its quota of the most highly trained intelligence available. It must formulate conscious policies with respect to training, with respect to salary administration, with respect to creating incentive, with respect to handling suggestions and grievances, and with respect to employee organizations and the relationship of management to such organizations. It must be actively engaged in programs to promote employee safety, to develop health of mind and body, and to safeguard the merit principle.

While many long-time objectives have not been attained, significant progress was made during the fiscal year in broadening the field of personnel activities and in analyzing and more adequately meeting the needs of officials and employees in personnel matters.

PERSONNEL RELATIONS

The rapidly expanding functions of the Department, with the corresponding increase in personnel during the past few years, have emphasized the growing need for an adequate and uniform policy governing personnel relations. Obviously many questions and problems arise affecting an employee's relationship to his job and to those who direct his activities, and good administration cannot afford to ignore these problems nor neglect to make a sincere effort to solve them. It is essential that employees have access to responsible administrative officials for the discussion of individual problems affecting their status and welfare, and that uniform, fair, and orderly procedures should be established and followed, for the consideration and disposition of these problems is consistent equally with efficient administration and the desire of the employee.

In order to meet these needs and as the initial step in the program, a Personnel Relations Section was established, which devotes its attention exclusively to employee grievances, complaints, and other matters affecting employee relations in the Department. As the second, but no less important step, the Department, on May 4, 1938, issued Memorandum 753, in which—for the first time in the Department's history—a personnel-relations policy and procedure was clearly stated.

Memorandum 753 first expresses a general policy and then it provides that employees who so desire are free to avail themselves of informal discussions with officials as a means of making known their views. Every employee is informed of his right to join or refrain from joining any organization or association of employees; and under no condition will affiliation or nonaffiliation with any organization have any bearing whatsoever on appointments, transfers, promotions, or retention in the service. The right of an employee to designate a representative of his own choice to confer and consult with departmental supervisory personnel on his behalf is also recognized; and freedom from discrimination, restraint, interference, coercion, or reprisal is guaranteed.

The right of an employee or his representative to obtain information with respect to rules and regulations governing personnel administration in the Department and with regard to appeals procedure is expressly recognized. An employee, in seeking such information, is expected to proceed through regular supervisory channels by first consulting his immediate supervisor, proceeding then through the unit, section, or division head, as the case may be, to the head of the bureau or agency in which he is employed, and finally to the Director of Personnel. Supervisors are instructed to comply with these requests for information or, if unable to do so, refer them to the officer to whom they are administratively responsible. An employee may, however, proceed directly to his supervisor's superior if he has reason to believe that his supervisor is unable or unwilling to supply the information desired.

The memorandum outlines a procedure for presenting and appealing employee grievances. Any complaint or grievance involving working conditions, promotion, transfer, and similar matters, or growing out of the interpretation or application of rules and regulations governing personnel administration under which the Department or any bureau or subdivision functions, in which existing law permits of administrative discretion, may be presented and appealed by the employee or his representative through supervisory channels up to and including the chief supervisory officer concerned. If the grievance cannot be satisfactorily adjusted through supervisory channels, the appeal may be made to the chief or administrator of the bureau or agency to which the employee is assigned, who will attempt through conference, to obtain informally a prompt and satisfactory judgment.

In the event this effort fails, but in any case at any time that the employee who is appealing elects, the chief or administrator shall proceed to organize a board of three members, one each to be selected by the employee and the bureau. These two members select a third impartial member. This board is authorized to hear witnesses and

make findings of fact and recommendations for disposition of the case to the chief or administrator. If the employee is dissatisfied with the resulting decision, he may appeal to the Director of Personnel, who, failing to reach a satisfactory adjustment in conference with the employee, will proceed to organize a second board of three members. This board is authorized to review the record of the case, investigate the facts, and hear witnesses as necessary. The board's findings and recommendations are taken into consideration by the Director of Personnel in making his decision. Appeals from the decision of the Director of Personnel may be presented in writing to the Secretary of Agriculture.

Finally, the memorandum extends to any employee, or his representative, the right to inspect his job classification sheet.

In shaping this policy and procedure, democratic methods were employed at all times. The first draft was prepared by a staff member of the Office of Personnel. In a series of conferences extending over several weeks, groups of persons representing all major segments of interest were given an opportunity to offer suggestions and criticisms. Among those participating were chiefs of bureaus, representatives from the local Government employees' unions, heads of three national Government employees' organizations, directors and administrators in the Department, and a group of employees selected without regard to affiliation or nonaffiliation with any organization. The final draft was the combined efforts of all those mentioned and carried their final approval.

During the year, 7 bureaus and offices organized boards of appeal which considered 19 employee grievances under the above procedure. Ten decisions, based upon the recommendations rendered, favored the employees, and 8 sustained the bureaus in their original actions. One case was adjusted through transfer of the employee to other work. Thirteen of these cases originated in Washington and 6 in the field service. In addition, the great majority of grievances and complaints from employees were satisfactorily settled by bureau officials through informal discussions with the employees concerned. Efficiency ratings, alleged improper job classifications, allegedly unwarranted discrimination, contemplated terminations, promotions, and working conditions comprised the chief bases for grievances.

There is definite indication that as employees become more familiar with the privilege offered them under the memorandum, they are making greater use of this means to adjust those grievances which otherwise could not be or had not been satisfactorily settled.

IN-SERVICE TRAINING

THE TRAINING COMMITTEE AND TRAINING PROGRAM

The Secretary of Agriculture, on July 25, 1938, appointed a committee on in-service training, with the Director of Personnel as chairman, to codify existing Department policy affecting employee training and education and to outline a desirable program for future development. With the benefit of the advice and valuable suggestions of interested individuals, the Civil Service Commission, the Office of Education, chiefs of bureaus and offices of the Department, and associations of Government employees, the results of the study

were published under the title, "Employee Training Policy." It discusses (1) training in administration and supervision, (2) professional, scientific, and technical training, (3) training in office and manual skills, (4) postentry education, and (5) preentry education. Policies, objectives, and recommended methods and techniques are set forth for each type, laying a broad foundation for a comprehensive departmental training program.

In defining training objectives, the committee states:

The direct purpose of employee training is to increase the efficiency of the Department. While increased satisfaction and earning power for the employee may result, it is incidental to this primary objective.

The Department's activities in the field of training at the present time are based upon the committee's report.

In the Department of Agriculture training is a line responsibility of technical supervisory and administrative personnel. Training activities are carried on either directly by a supervisory official for his immediate subordinates, or by special instructors selected from functional staff offices of the bureaus and agencies of the Department, or by instructors from other sources. In every case the instructor is thoroughly familiar with the subject he is teaching.

Training activities carried on within the bureaus and agencies of the Department are of four kinds. (1) Breaking in new employees assigned to new jobs; (2) increasing the efficiency of experienced employees in the performance of their regular duties; (3) assisting employees to prepare themselves for advancement by continuing their academic education outside official hours; and (4) training or education in the functions and procedures of the bureau, conducted for employees of other Government agencies—Federal, State, county, or municipal.

It is recognized in the Department that while employee training must be decentralized to get best results, training is only one of many duties of administrative and supervisory personnel, who not infrequently have limited knowledge of the technical aspects of employee training. For this reason the Department has staff specialists at various administrative levels to help plan employee training, to provide the continuity and service which is necessary to assure effective work, and to assist in evaluating results, to teach scientific training methods to executives, and to advise with respect to programs and methods.

At the beginning of the year a small section of training technicians was established in the Office of Personnel. Positions have also been set up for staff officers with full-time responsibility for training and related activities in the Washington offices of the Farm Security Administration, the Forest Service, the Soil Conservation Service, the Weather Bureau, the Office of Extension Service, the Federal Crop Insurance Corporation, and the Agricultural Adjustment Administration. The Forest Service and the Soil Conservation Service have training officers in their regional offices, and several other bureaus have staff employees in regional offices who devote part of their time to employee training.

The Office of Personnel is responsible primarily for providing consulting service on training and educational matters to the supervisory and administrative personnel of the Department. For those

bureaus that have staff-training offices, this assistance is rendered through the staff-training officers. For the bureaus without staff-training offices, the service is provided directly for line officials. During the year assistance was given in planning and conducting about 60 training programs for these agencies. Also in several cases it was necessary to plan and conduct directly interbureau training programs in over-all Department functions, policies, and objectives for selected groups of division chiefs and other employees who, because of the nature of their work, needed such training. Handbooks and manuals on various aspects of training and education were prepared as needed and distributed to the supervisory and administrative personnel of the Department in Washington and in the field. The Office of Personnel has also cooperated with the staff-training officers in bureau and regional offices in the preparation of handbooks for limited distribution in one bureau or region.

Training activities are decentralized, and each separate program is designed to meet a specific situation. In the most recent survey of training programs, some 300 training projects were reported, excluding educational programs, currently in operation. Emphasis has been placed on training for supervisors of all grades in the broader aspects of Department policy and administration and on special training for scientists and technicians.

As a result of the increase in the number of training technicians, carefully planned and organized training activities, and a recognition of the importance of training in the various programs of the Department, considerable progress has been made in employee training, with increased benefits both to employees and to the Department.

THE GRADUATE SCHOOL

Educational courses are offered after official hours for Washington employees by the Department's Graduate School. The school was organized in 1921 by Secretary Henry C. Wallace, as an unofficial agency to provide facilities for continued education to Department workers. This use of government facilities was authorized by Congressional acts, subject to such rules and regulations as the heads of departments might make.

The work has been organized and supervised by officials of the Department, but operation costs have been paid from tuition fees set as near as possible to cover the cost. The general program of the school is approved by an administrative committee appointed by the Secretary under the chairmanship of the Director of Personnel.

Many undergraduate as well as graduate courses are offered. During the year 1938-39 about 130 courses were offered, and there were approximately 4,400 registrations representing approximately 3,000 individuals.

The Civil Service Commission gives full credit for the courses taken, and the credits are also accepted by practically all colleges and universities.

That the opportunities offered by the school are appreciated is evidenced by its growth from year to year. The courses given are those in which groups of workers express interest or which the administrative officials of the Department request.

OTHER POSTENTRY EDUCATION

The success of the employee-training program must depend in large part upon the determination of employees to train for more efficient service and to qualify for advancement to positions of greater responsibility. There is much evidence of this determination among large numbers of Department employees. Numerous efforts are being made to improve on qualifications both through formal and informal education and training.

A very considerable proportion of employees are enrolled in evening-school courses at public, semipublic, and private commercial and technical schools. Numerous others are broadening their qualifications and fields of interest by working toward bachelor's degrees, master's degrees, and doctor's degrees at colleges and universities both in Washington and in the field. A recent analysis of the enrollment at a school of public affairs in Washington, for example, showed that one-sixth were from the Department of Agriculture.

An increasing number of the Department's personnel are receiving higher degrees; at present 47 percent of all men and 16 percent of all women in the Department in Washington have at least a bachelor's degree in some field. About 8 percent of the men have doctor's degrees.

Recently educational advisors have been designated in every bureau and office. They form a council which works under the leadership of this Office. The counsellors provide information and guidance to employees interested in postentry education. With the assistance of these advisors, close relations are maintained with educational institutions for the purpose of making evening school, correspondence courses, and short courses available to employees. Employees generally are well informed of pending civil-service examinations and are constantly studying to qualify for better positions.

A number of informal-discussion groups have been organized by employees in various units. These groups meet after working hours and discuss objectives, procedures, relationships, or whatever phase of work with which they wish to become more familiar. These discussions provide valuable personal contacts and give employees a more complete knowledge of the work in their own units as well as a greater appreciation of its relationship to adjacent units and to the total program of the Department.

ORIENTATION OF NEW EMPLOYEES

A definite program for orienting new employees is currently being developed by the Office. New employees face the necessity of adjusting themselves to new working requirements and often to a strange environment. Their subsequent performance in the Department is vitally affected by the start they make. In order to aid in making these first adjustments, personnel officials have experimented with various methods of procedure. New employees have been called together periodically to participate in programs which are designed to lead the individual to a realization of the importance of his work contribution to the whole and to acquaint him with the geography, history, and objectives of the Department, the organizations by which its work is carried on, and the rules and regulations governing official conduct.

SALARY ADMINISTRATION

Management recognizes the necessity of providing material rewards to employees for increased efficiency in the performance of their work. The policy which governs the distribution of these rewards must be founded upon sound principles of personnel administration; it must be definite and dependable; and it must be clearly expressed in terms understandable to administrative officials and employees alike.

Administrative promotions have been discussed in the Department for years, but these discussions have not led to the formulation of written or expressed general policies. The Office made a comprehensive survey of past salary administration in all bureaus and offices, particularly with regard to the age of salaries, and it was ascertained that, generally speaking, there has been no widespread abuse of the discretionary power to grant administrative promotions. Among the various organizational units, however, there is considerable variation in the age of salaries due in part to differences in the availability of funds, and in part to differences in administrative policy as between bureaus.

There are employees in several bureaus who have been receiving high efficiency ratings but have not enjoyed a salary increase for a considerable length of time. A small administrative promotion may contribute but little to an employee's monetary income, but the knowledge that efficiency is recognized by fellow workers and superiors is extremely gratifying and stimulating. It seems obvious that an employee who by reason of his efficiency rating and relationship with his superior is eligible for but who does not get a salary increase over a long period, becomes a discouraged employee whose level of performance tends gradually to decline. Such an employee reaches the point where he is not deserving of a salary increase, whereas if he had received the proper recognition for his services, it would have tended to keep his performance at a high level of efficiency.

With the view toward the elimination of inequalities and the establishment of a consistent and uniform guide for the entire Department, a definite policy governing administrative promotions was being prepared for the Secretary at the close of the year.

CLASSIFICATION OF POSITIONS

The investigation, analysis, and allocation of Washington and field positions subject to the Classification Act of 1923, as amended, and Executive Order No. 6746 continues as a basic function of the Office of Personnel. Not only does position classification operate to determine the proper grades and classes and the salaries of positions on a uniform basis across bureau lines, but it serves as an indispensable tool in such personnel processes as recruiting, transfer, and promotion.

The principal objective of position classification is to afford equal pay for equal work, an objective difficult of attainment in a department having hundreds of classes of positions in many bureaus and located in more than 3,000 field stations as well as in Washington.

Some 8,829 classification actions covering positions in Washington¹ and 34,735 for positions in the field were acted upon this year by the classification staff. These represented not only single positions in

¹ There were 6,799 in 1938.

many organizational units but also all positions in some very large units. Two major bureaus reviewed all positions and submitted new job descriptions in those cases where existing ones did not fully or accurately describe the duties and responsibilities of positions.

Bureaus have been encouraged to provide more complete facts and to present the organizational background, with their recommendations, in order that cases may be decided expeditiously and a smooth flow of work effected. Their cooperation has been most gratifying.

An increasing number of surveys were made of certain field positions and field stations with a view to bringing all jobs into correct relationship with each other. These activities, coupled with frequent conferences with field officials temporarily in Washington and field trips taken by most of our staff members during the year, have resulted in a clearer understanding of field problems and, on the part of field officials, a better understanding of the problems faced by the Office in carrying out this work. Major field surveys covered all types of positions of the shelterbelt project at Lincoln, Nebr.; the Northeastern Timber Salvage Administration at Boston and Worcester, Mass., and Manchester, N. H.; the Soil Conservation Service at Spartanburg, S. C., and Amarillo, Tex.; and the Federal Crop Insurance Corporation at Minneapolis, Minn.

It was not possible to give much time to the preparation of class specifications; however, some were drawn up in collaboration with Bureau officials, and it is anticipated that this activity will be expanded in the coming year.

One bureau prepared an initial draft of specifications covering all positions in its rather extensive field service. The draft was submitted to this Office for review and criticism. It was carefully checked, suggestions as to improvements were made, and the grade structure was analyzed for compliance with uniform Department standards. When completed these class specifications will afford an excellent and consistent guide to the allocation of positions in this Bureau.

Several bureaus detailed field-personnel men for a period of from 1 to 3 months to study classification methods and procedures in this Office. These details have proven to be of value both to the Bureau and to the Office.

ORGANIZATION PLANNING

Administration is constantly faced with problems of distributing functions, unit relationships, lines of authority, flow of work, effectiveness of management, advisability of mergers and reorganizations, and coordination of efforts. The Office directed increased attention to studying, analyzing, recommending, and supplying services along these lines.

Numerous minor organization changes proposed by the bureaus and offices were reviewed and acted upon. Assistance was given in the reorganization of the Bureau of Agricultural Economics and the Sugar Division, in the internal reorganization of the Office of Marketing and Regulatory Work, and in the establishment of the Office of Foreign Agricultural Relations and the Office of C. C. C. Activities. A budgetary study was conducted to determine probable personnel changes, in order that classification and placement work might be better planned. Functional statements were prepared for all bureaus

and offices and most of their divisions. A functional survey was made of the personnel units throughout the Department. Other work included studies of suspected functional overlapping, with recommendations for changes where necessary, the gathering and compiling of basic organization data for future use, and the planning and preparation of material for numerous charts.

The long-range objectives of this type of work are: To investigate, analyze, and make recommendations on the disposition of proposed organizational changes requiring the approval of the Director of Personnel as provided in the Department Regulations; to conduct basic studies in organization, procedure, and management for the purpose of determining functions, authorities, lines of supervision, flow of work, and other basic organization materials; to determine the conformity of Department subdivisions to recognized principles of organization and management; to develop an advisory organizational service available to the bureaus; to make procedural studies, prepare work-flow charts, analyze results, and make recommendations for procedural improvements; to draft and keep current functional statements of bureaus and offices and their divisions; to establish uniform organizational terminology, prevent functional overlapping, perfect fundamental work processes, and coordinate functions. The work of the year has facilitated better management and improved operating machinery in many agencies of the Department.

PERSONNEL CHANGES

There were 108,748 personnel actions handled and recorded during the year. These actions included all appointments, terminations, promotions, transfers, extensions, reinstatements, reductions, suspensions, and numerous minor personnel changes and combinations of changes. The work involved in their disposition varied from simple routine handling and recording in some cases to very thorough review and inquiry in a large number of others.

On June 30, there were 81,970 employees serving under formal appointment by the Secretary of Agriculture, as compared with 70,181 on June 30, 1938 (table 1). (The 1938 report showed 68,431 employees excluding 1,750 collaborators without compensation.)

TABLE 1.—*Appointments to and separations from the Department of Agriculture, 1934-39*

Year ended June 30	Employees on rolls of Department			Employees appointed	Separated from Department
	Department	Field	Total		
1934.....	10, 032	28, 591	38, 623	31, 434	19, 355
1935.....	11, 437	32, 643	44, 080	29, 092	23, 635
1936.....	11, 382	42, 140	53, 522	30, 634	21, 192
1937.....	13, 371	46, 858	60, 229	34, 561	27, 854
1938.....	11, 185	57, 246	68, 431	41, 677	33, 475
1939.....	11, 936	1 70, 034	1 81, 970	30, 311	18, 522

¹ Includes collaborators without compensation.

The increase in personnel is accounted for by expansion in almost all bureaus of the Department. The greatest increases were in the Farm Security Administration and the Soil Conservation Service

with additions of approximately 4,500 and 2,500 employees respectively. The Northeastern Timber Salvage Administration, organized during the year, added almost 1,200 employees, most of them temporary, to the rolls of the Department. The number of field stations increased from 2,648 in 1938 to 3,151 in 1939.

The Bureau of Animal Industry alone showed a sizeable decrease, with 900 fewer employees at the close of the year. Six other bureaus reported decreases ranging from 1 to 61.

On June 30, there were 10,921 employees serving without compensation from the Department of Agriculture as follows: Agents, 8,092; collaborators, 2,091; deputy game wardens, 738; total, 10,921.

The number of employee advancements from grade to grade (excluding temporary employees) and salary promotions within the grade was 21,533, as compared with 17,639 in 1938, 11,960 in 1937, and 10,815 in 1936.

The 30,311 secretarial appointments (table 1) include appointments of agents and collaborators without compensation, seasonal workers, and per diem, temporary, excepted and emergency, as well as regular civil-service employees. In addition, 10,097 vacancies in regular permanent positions were filled by promotions within the various bureaus, 3,475 by interbureau transfer, and 394 by transfer from other departments and agencies.

Prior authority was obtained from the Civil Service Commission for 4,990 temporary appointments, 1,144 extensions of temporary appointments, and 330 reinstatements and for all changes in status. Recommendations received from bureaus and offices for personnel changes falling within one of the above categories and involving employees subject to civil-service rules and regulations were reviewed for the purpose of ascertaining the legal basis for recommended actions and certifying that such personnel changes were properly authorized.

SELECTION AND PLACEMENT

PROMOTION FROM WITHIN

Placement machinery was established for implementing the promotion-from-within policy of the Department. An adequate picture of the qualifications of every employee was necessary for this program, and therefore each employee was requested to complete a personnel questionnaire outlining his education, experience, interests, etc. A detailed code was developed in order to record this information on punch cards for use with mechanical tabulating equipment. Over 62,000 coded qualification cards were prepared on the basis of these questionnaires for the permanent personnel of the Department. Each new employee who receives a permanent or probational appointment is required to submit a questionnaire to the Office at the close of the fifth month of his service in the Department.

From the qualification cards, lists, or panels were prepared on the basis of fields of experience or educational background. During the year approximately 100 panels were prepared. These panels show primarily the types of experience an employee has had—the occupational field and the level and duration of such experience. In addition there is information on his educational background, the extent of his education, and his subject of specialization. Other necessary

data appear, such as the employee's sex and race, his legal residence, whether or not he has civil-service status, his present designation, grade, and salary, and the bureau and headquarters where he is employed.

While the panels have been largely experimental in nature, they have been used in the effort to locate candidates for over 200 positions. Meetings and conferences have been held collectively and individually with bureau personnel officers to explain to them the uses of these panels and the purposes they will serve. The Office is now supplying duplicate copies of the panels to the bureau personnel officers for employees in their respective agencies, and in some cases these panels will be used in the field offices. The panels are designed to assist the bureau personnel officer in determining whether he has persons available in his agency who are qualified to fill a vacancy before he submits to the Office a request for certification of eligibles.

In this connection the Department form for Request for Eligibles has been revised. The bureau is now required to certify that all eligible employees within it who were suitable or available for the vacancy to be filled have been considered. The form was further revised to provide for a description of the duties of the position and a statement of qualifications required of candidates to adequately fill it.

During the year 90 announcements of existing vacancies in the Department in Washington, D. C., or in the field were published on bulletin boards. These announcements covered 126 positions. The applications received from these postings and the eligibles found through searching the panels were referred to the various bureaus and offices. One hundred and seventy-seven positions were filled in this way. In addition, 163 positions were filled by candidates for transfer from other departments or by reinstatement.

The efforts of the Office in this direction have provided a stimulus to the bureaus and offices to fill vacancies by promotion and reassignment from within their respective organizations, with the result that an increased number of vacancies are now being filled in that way.

The Office received 2,775 formal applications for employment, which were reviewed and classified according to occupations. Insofar as possible, applicants for positions which are most frequently filled were made the subjects of personnel inquiries prior to referral to bureaus.

Three thousand four hundred and forty-two candidates for employment, transfer, or promotion were interviewed.

PERSONNEL INQUIRIES

An intensive educational campaign has been conducted to impress on employing officers the desirability of properly verifying the experience and background of prospective employees. This has been done through collective and individual conferences with bureau personnel officers and other officials and by the preparation and distribution of suggested methods of procedure.

The responsibility for making personnel inquiries was placed on the bureaus and offices. Personnel inquiries made by the Office have been limited to those cases where referrals were made by the Office to fill positions in the bureaus and offices, when the inquiries were not made about persons selected for appointment by the bureaus themselves, and when specific requests were received that such inquiries be

conducted. Before any employee of the Department is referred by the Office for transfer, his service record in the Department is carefully checked. Eight hundred and twenty-nine personnel inquiries were conducted by the Office. This work involved correspondence with former employers, educational institutions, examination of service records in the Government departments and agencies, and personal interviews with former employers and supervisors. These inquiries are made not only in regard to character and conduct but to verify the qualifications (education, training, and experience) of the candidates for the job to be filled.

REVIEW OF QUALIFICATIONS

Recommendations for appointment or change in status are reviewed not only for procedural accuracy and conformity to laws and regulations but also for adequacy of qualifications for the job in question. The Department forms for Recommendation to the Secretary, and Report of Employment to the Secretary under the Act of June 26, 1930, were revised to permit the furnishing of more detailed and adequate information concerning present or prospective employees so that appointment procedure could be standardized and complete information furnished to permit prompt and intelligent action on the part of officials in the Office of Personnel who handled the recommendations. The revision of these forms and the supplying of the information called for, made possible more adequate service records in the Department.

Instructions for filling out the new forms were prepared and submitted to the bureaus and offices. The Office reviewed 40,383 recommendations in regard to qualifications. In certain special cases recommendations were reviewed intensively and were taken up with the bureaus. Some recommendations were reviewed more carefully than others in order to establish better standards of selection.

DEPARTMENTAL EXAMINATIONS

The Office conducted a series of 3 departmental stenographic examinations which were open to all junior stenographers in the Department at Washington who had civil-service status. The purpose of these examinations was to establish lists of stenographers qualified for promotion from grade CAF-2 to certain positions in grade CAF-3. The examinations assisted the Office in bringing opportunities for advancement to the attention of the most successful candidates. They also served as experiments in connection with the Department's promotion procedures. Although the examinations were not compulsory in any way, 560 employees were examined.

In addition to these examinations, the Office collaborated with the Civil Service Commission in the preparation of a 140-word-per-minute stenographic examination, which was given to persons in the classified service who had taken the course in shorthand reporting given by the Graduate School of the Department. Thirty-six persons were examined.

CERTIFICATION OF ELIGIBLES FROM CIVIL SERVICE REGISTERS

During the year 2,369 certificates of eligibles were obtained from the Civil Service Commission, from which bureaus and offices made

appointments to positions ranging from assistant messenger, CU-2, \$1,080 per annum, to highly specialized, responsible, and technical positions in the \$5,600 per annum salary class. Of the above total, 2,051 certificates were obtained for the purpose of making probational appointments, and 318 were for temporary appointments.

The work incident to receiving and reporting these certificates involved the maintenance of control records of the disposition made of each eligible whose name was listed on the certificate, processing appointment papers, including recommendations, proofs of date of birth, medical certificates, fingerprint charts, and declarations of appointee, and certifying that such matters as proof of graduation from college, reasons for passing over veteran eligibles, applications, and examination records were in order.

Securing eligibles for the bureaus and offices of the Department from the Civil Service Commission's registers involved numerous contacts with the bureaus and offices and with representatives of the Commission. Not only were eligibles formally requested and their certificates and examination records transmitted, but inquiries and suggestions were made relative to the qualifications that eligibles should possess for successful performance in specific positions.

Consolidating the responsibility for securing certificates of qualified eligibles from registers and the responsibility for intensive participation in the preparation and giving of appropriate civil-service examinations enhanced the effectiveness of both of these functions.

CIVIL-SERVICE EXAMINATIONS

The Civil Service Commission was requested to announce and hold a total of 91 open-competitive examinations for the purpose of establishing registers of qualified eligibles from which selections could be made for filling vacancies in the Department. In addition, open-competitive examinations were given by the district managers of the Commission to provide lists of eligibles for vacancies in field-service positions which come under their jurisdiction.

Improvements were noted in the manner in which the examination needs of the Department were provided for as a result of intensive effort on the part of staff members of the Office, to coordinate the necessary examinations, to cooperate with the Civil Service Commission in improving the quality of candidates that could pass examinations, and to have made available lists of eligibles at a time when the largest possible number of outstanding candidates would be available and when the services of persons who had qualified through civil-service examination were needed.

One noteworthy example of coordination of examinations is the preparation and consummation of an examination announced by the Civil Service Commission on January 23, 1939, for the positions of assistant biologist (wildlife), \$2,600 a year; associate biologist (wildlife), \$3,200 a year; and biologist (wildlife), \$3,800 a year. Education, experience, and other requirements to be incorporated into the announcement of this examination were developed in consultation with all bureaus and services of the Department that employ biologists in the professional and scientific service above the P-1 grade, and in all negotiations with the Civil Service Commission concern-

ing the examination, there was represented the opinion of the bureaus and services, and the Office of Personnel. The resulting registers of eligibles satisfy the needs not only of one particular bureau or service, but of the entire Department.

A survey of personnel needs in the entrance grade in the professional and scientific service was completed in November 1938, and requests for 35 examinations were based upon the findings. These 35 examinations were later consolidated into 20, and with 2 added by the Civil Service Commission, they were given simultaneously under the title of junior professional assistant. They were designed to cover practically all the major fields of activity in which the Department is engaged. The objective was to recruit through the Commission, college graduates of a high caliber the year they received their bachelor's degrees.

Of the 91 examinations requested, recommendations were made that 47 be of the assembled or written type; the remaining 44 were to be unassembled. On June 30, 1939, requests for announcements of 35 examinations for the Department were pending at the Civil Service Commission.

HANDLING OF PERSONNEL ACTIONS

For many years bureau recommendations for personnel actions, upon receipt in the Office, have been copied onto large journal sheets. These sheets when signed by the Secretary constituted the legal basis for appointments, transfers, terminations, promotions, etc. A notification form for each personnel action was then prepared, which was sent to the bureau or bureaus concerned. The preparation of the notification form and journal sheets for all the bureaus and offices placed such a heavy clerical and stenographic load upon the Office that during period of expansion considerable delay was caused by the great amount of clerical work involved. To expedite the handling of these personnel actions, a standard combination form was devised and put into effect on July 1 by all the bureaus and offices of the Department.

The new form replaces both the journal and the notification form and is prepared in the bureau or office requesting personnel action. This system has effected an over-all reduction in the number of steps in the processing of a personnel action, and as the forms are printed in a combination arrangement, sufficient copies can be prepared in one typing operation to provide all notices and file copies. The new procedure will result in a substantial saving in the amount of clerical work necessitated in the handling of personnel actions.

RECORDING AND STATISTICAL WORK

The Office maintains complete personal-history files for present and former employees, as well as brief service-record cards, maintained for quick reference, which give an up-to-date summary of each employee's service in the Department.

The coding and punching on tabulation cards of qualification records of employees from questionnaires previously distributed, was begun in July 1938 and completed in October. The records of some 62,000 employees were received, coded, and punched.

The use of machine-tabulating equipment has made it possible to prepare reports more quickly and has greatly broadened the utilization of essential information in the personnel program.

The following is a summary of the work with machine-tabulating equipment:

Statistical cards punched (includes both original cards and personnel changes)-----	Number 130,006.
Qualification cards punched (includes both original cards and personnel changes)-----	97,000
Total-----	<u>227,006</u>
Qualification panels:	
Bureau-----	6.
Occupational-----	58
Total-----	<u>64</u>
Recurring reports:	
Weekly-----	1
Monthly-----	7
Quarterly-----	2
Annually-----	5.
Special reports-----	118

REVISION OF CIVIL-SERVICE RULES AND REGULATIONS

The civil-service rules and regulations were amended by Executive Order No. 7915, June 24, 1938, effective February 1, 1939. Employment in the Department of Agriculture was primarily affected by changes in schedule A. Authority was withdrawn for employment of large numbers of temporary seasonal workers in the Forest Service and the Bureau of Entomology and Plant Quarantine. A number of other changes affecting small groups of positions were made.

The new civil-service rules provided for the filling of positions through competitive promotion processes, and vested in the Civil Service Commission the authority to direct the holding of competitive examinations for promotion and transfer. Section 5 of Executive Order 7916, June 24, 1938, provided that the Civil Service Commission, subject to the Civil Service Act, the rules thereunder, and the Classification Act of 1923, as amended, initiate, supervise, and enforce a system as uniform as practicable, for the recruitment, examination, certification, promotion from grade to grade, transfer, and reinstatement of employees in the classified civil service, which system should, so far as practicable, be competitive, with due regard to prior experience and service.

Members of the staff of the Office have had many conferences with officials of this Department and other governmental agencies and have drafted and submitted tentative drafts of regulations on competitive-promotion procedure. Participation in this new phase of personnel work in the Federal Government has been very active.

EXTENSION OF THE COMPETITIVE CLASSIFIED SERVICE

Executive Order No. 7916, June 24, 1938, effective February 1, 1939, provided for inclusion in the competitive classified civil service of positions theretofore exempt. It was decided that all positions in the

Department of Agriculture under title II of the Public Works Administration Appropriation Act of 1939 were subject to inclusion in the competitive classified civil service. There were approximately 1,200 positions in the Department subject to this order. Procedure for effecting the classification of these employees under the Civil Service Act was worked out in conjunction with the Civil Service Commission. Establishment of service records and verification of each employee's eligibility for classification were necessary. The procedure involved the submission of master lists of employees to the Civil Service Commission, subsequently to be followed by individual recommendations properly certified and accompanied by statements of education and qualifications on prescribed forms; medical certificate, fingerprint chart, and affidavit as to members of family in service. The Executive order provided that the incumbents recommended for classification should pass suitable noncompetitive examinations. These classifications are now in process.

HEALTH

All health and medical activities of the Department were placed under the general direction of this Office by order of the Secretary July 1, 1938.

Emergency rooms are maintained for the purpose of furnishing first-aid assistance to employees requiring emergency medical attention during the course of their work. This service is available to all employees in Washington. The central emergency room and eight branch rooms are located in the most important buildings occupied by the Department employees in the city.

The work of the various emergency rooms was coordinated under the direction of a supervising nurse, uniform regulations were applied to each unit, and standard records and equipment were installed. As numerous first-aid kits have been distributed, all groups of employees now have access either to an emergency room or to a first-aid kit.

The emergency rooms reported cases as follows:

	<i>Number</i>
Total.....	44, 519
Referred to United States Public Health Service.....	239
Referred home.....	349
Contagion suspected.....	18
Referred to hospital.....	17
Calls to various offices.....	57
Persons using beds.....	3, 236
W. P. A. cases.....	3, 088

An analysis was made of the records in the central emergency room in order to determine the nature of the cases handled, the time spent in servicing these, and the type of treatment required. In a sample of 4,020 cases, 2,763 were female and 1,257 male. From 1 to 5 minutes of attention was given to each of 3,020 cases; 310 required from 6 to 30 minutes a piece; and 678 needed 31 minutes or more of care each. The cases involving the longer periods of care were those that required rest. Most numerous were cases needing eye, ear, nose, or throat treatments. Next in frequency were cases of cuts, wounds, sprains, or minor ailments. Third in order were stomach, nausea, and nervous cases. Of the 817 cases requiring rest, 96 percent were

women and 4 percent men. Two hundred and thirteen of those who came for rest had headaches, 501 had "personal reasons," and 103 rested during the lunch hour.

Twenty-two of the 4,020 cases were sent home because of temperature, cold, nausea, or serious injury.

Of those sent home, 16 were women and 6 men. Twenty-one cases, 15 men and 6 women, were referred to the Public Health Service.

The health program of the Office of Personnel is still in the process of development.

SAFETY

Considerable progress was made in the development of an effective safety program, Department-wide in scope. Four large bureaus and offices have operating programs. New bulletins and literature analyzing the cause of accidents, recommended preventative measures, hazards and their removal or reduction, and related subjects were distributed. Field inspections were made covering many areas and many types of projects, and accident and health hazards were reported and remedial measures suggested.

A review of departmental publications resulted in the withdrawal from distribution of one recommending the use of a dangerous chemical.

Clarification of procurement restrictions on the purchase of certain safety materials has been obtained. As a result of efforts carried on for 2 years to secure the general adoption of more effective first-aid treatment for burns, the necessary materials have now been placed on the General Schedule of Supplies.

The First Annual Report of Departmental Accident Record was compiled and issued.

There was a 34-percent reduction in the total of accidental deaths, and the frequency of nonfatal accidents was reduced 19 percent.

The comparison of the number and frequency of fatal injuries reported by the various bureaus during the first 6 months of 1938 with the number during the corresponding period of 1939 is shown in table 2. Table 3 shows the comparison of the frequency of nonfatal accidents for the same periods. A comparison for the year is not possible as we do not have detailed reports of the 84 deaths which occurred during the last 6 months of 1937.

TABLE 2.—*Fatal injuries reported and frequency of fatal injuries per million man-hours, January-June 1938-39*

Month	Work equivalent in—		Fatal injuries reported		Increase or decrease	Frequency per million man-hours		Increase or decrease in frequency
	1938	1939	1938	1939		1938	1939	
	<i>Man-hours</i>	<i>Man-hours</i>	<i>Number</i>	<i>Number</i>	<i>Percent</i>			<i>Percent</i>
January.....	29,030,880	32,476,588	10	5	-50	0.344	0.154	-55.
February.....	26,692,447	29,724,507	2	7	+250	.075	.235	+213
March.....	32,991,710	35,374,718	10	2	-80	.303	.056	-82
April.....	31,329,858	31,109,887	9	3	-67	.287	.096	-66
May.....	33,246,300	38,758,348	7	4	-43	.210	.103	-51
June.....	30,226,435	36,854,457	11	6	-45	.364	.163	-55
Total.....	183,517,630	204,298,505	49	27	-45	.267	.132	-50.

TABLE 3.—Nonfatal injuries reported and frequency of nonfatal injuries per million man-hours, January-June 1938-39

Month	Work equivalent in—		Nonfatal injuries reported		Increase or decrease	Frequency per million man-hours		Decrease in frequency
	1938	1939	1938	1939		1938	1939	
	<i>Man-hours</i>	<i>Man-hours</i>	<i>Number</i>	<i>Number</i>	<i>Percent</i>			<i>Percent</i>
January.....	29,030,880	32,476,588	761	552	-27	26.21	17.60	35
February.....	23,692,447	29,724,507	589	503	-15	22.07	16.92	23
March.....	32,991,710	35,374,718	624	538	-14	18.91	15.21	20
April.....	31,329,858	31,109,887	478	424	-11	15.26	13.63	11
May.....	33,246,300	38,758,348	547	609	+11	16.45	15.71	4
June.....	30,226,435	36,854,457	558	678	+22	18.46	18.40	0.3
Total.....	183,517,630	204,298,505	3,557	3,304	-7	19.38	16.17	16

Tables 2 and 3 show that while the average frequency of nonfatal injuries for the first 6 months of 1939 is 16 percent under that for the same period of 1938, the 1939 summer peak started earlier than in 1938. The frequency of fatal injuries was held to a new low during the first 6 months of 1939. While the summer months produce the greatest number of accidents and while reports for July indicate that the number of fatal injuries for that month will be greater than that reported during July 1938, the average for the last 6 months of 1939 will be lower than the average in 1938.

Figured on the basis of average costs of fatal and nonfatal injuries as determined for the Department by the United States Employees Compensation Commission, the reduction in injuries last year, principally due to the effectiveness of bureau safety programs, amounts to a monetary saving of \$340,978 in compensation and medical expenses alone. According to the published data of large compensation-insurance firms the total cost of an accidental injury averages four times the cost of compensation and medical expense. On that basis the total saving approximates \$1,363,912.

The saving is also reflected in the following comparison of the total sums paid by the United States Employees Compensation Commission on account of claims filed by the various bureaus and offices of the Department of Agriculture during the last 3 years: 1936, \$725,010; 1937, \$649,661; 1938, \$438,545 (estimated).

The total claims for 1937 were approximately 10 percent less than for 1936, and the figures for 1938 are 40 percent less than for 1936. The last figures do not include the costs of all Works Progress Administration cases reported by some bureaus and none of the Civilian Conservation Corps cases.

New phases of our safety program will be developed as rapidly as circumstances permit. The objective is to cover every operation in the Department, no matter how small, and wherever possible to eliminate all accident, health, and fire hazards.

WELFARE ACTIVITIES

The year 1939 marked the establishment of a special unit in the Office for giving official encouragement and aid to activities which contribute to broad personal development of employees. The growth of this program reflects a firm and renewed conviction that the improvement of employee health, mental direction, attitudes, and general

morale will pay dividends in better public service. The objectives of an expanded program of employee activities received the approval of officials and employee groups in over 30 conferences held during its development stages.

The functions of the welfare unit consist of maintaining general oversight over employee activities, assisting in planning new activities, and rendering aid to organizations in developing proper fiscal-control procedure.

A committee of employees representing existing employee activities has been requested to recommend a broad program of leisure-time activities and appropriate types of employee organizations designed in some particular to interest employees of all ages and types and to provide a stimulus to health, mind, and morale, which will be of mutual benefit to employees and to the public service.

Organized employee leisure-time activities during the year consisted of golf, horseback riding, men's bowling, women's bowling, men's tennis, women's tennis, men's basketball, women's basketball, men's softball, women's softball, archery, hiking, duplicate bridge, camera club, spelling club, swimming, chess, stamp collecting, dramatics, orchestra and symphonic choir, chorus, arts and crafts, and various social gatherings.

Many honors were won in interdepartmental athletic events. Interbureau events in softball and bowling had substantial employee participation. A photographic competition and exhibit were held. The orchestra and symphonic choir and the chorus all presented their usual commendable public performances. The dramatic group, after a period of inactivity, changed its name to "Agriculture Players" and got off to a fresh start.

The Credit Union and the Beneficial and Relief Association continued to serve the employees. On June 30 the Credit Union had 2,040 members, who had on deposit a total of \$88,285. A total of \$78,659 was on loan to 1,257 members. The Beneficial and Relief Association on June 15 had 13,515 members, who were insured for \$19,051,056.

USDA CLUBS

Some years ago United States Department of Agriculture Clubs, usually known as "USDA Clubs," were organized in many cities. While these clubs were organized primarily to provide a means for Department representatives in the various localities to become acquainted with each other personally and thereby promote interbureau cooperation and coordination in the field, they also provided a means whereby visiting officials from Washington could acquaint supervisory employees with activities in Washington which were of interest and value to them in their official capacities. The clubs have operated successfully and have clearly demonstrated their value.

It is now proposed to broaden their scope of activities, to revitalize existing clubs where necessary, and to organize new ones in suitable locations. It is hoped that they will provide a needed medium for (1) promoting employee welfare; (2) stimulating training and education of employees; (3) developing personal acquaintance among employees of the several bureaus in each area; (4) familiarizing field workers with the work of the Department as a whole; and (5) providing a channel through which the many activities of the Depart-

ment may be informally correlated in behalf of the best possible service to the public and through which the services of the Department may be interpreted to the public.

Committees of employees representing the principal agencies in each of nearly 100 cities have been requested to explore the steps necessary to reach these objectives in each city. Out of their deliberations should come the form of organization and the nature of activities most likely to accomplish the purposes outlined.

LEAVE

From a study of sick- and annual-leave records of Washington employees in five representative bureaus it was ascertained that these employees used an average of 22.2 days annual leave in 1938 as compared with the Department averages of 20.6 days in 1937 and 19.9 days in 1936. The average accumulation was 17.4 days. More than 4 percent have accumulated the maximum of 60 days and have forfeited the excess accumulation. More than 14 percent were never absent for more than 3 days at any one time during the year. The average longest period of leave for all employees was 11 days.

The average sick leave used by these employees was 6 days, as compared with Department averages of 6.6 days in 1937 and 7.5 days in 1936. The average accumulated sick leave was 26 days. Twenty-five percent took no sick leave during the year, and 6.5 percent have taken none in the last 3 years.

The leave records were further analyzed in relation to age, marital status, and salary for men and women. Table 4 indicates that differences between men and women in the use of leave privileges are not as pronounced when differences in salary levels are taken into consideration:

TABLE 4.—Average number of days sick and annual leave used by men and women in 5 bureaus, classified in salary groups

Salary group	Annual leave		Sick leave	
	Women	Men	Women	Men
	<i>Days</i>	<i>Days</i>	<i>Days</i>	<i>Days</i>
Under \$1,800.....	24.0	21.9	8.5	6.9
\$1,800 to \$2,300.....	23.1	23.9	7.7	6.0
\$2,300 to \$3,200.....	23.4	22.0	6.1	3.1
\$3,200 to \$5,600.....	23.3	20.7	6.1	3.2
\$5,600 and over.....		12.9		2.3
All.....	23.6	21.0	8.0	4.3

The Office dispensed with the maintenance of consolidated leave records. Each bureau records and supervises the granting of leave to its own employees according to the uniform leave regulations.

EFFICIENCY RATINGS

Intensified efforts were made to provide a more equitable, accurate, and dependable measure of the relative service value of employees through more effective use of the efficiency-rating system.

The rating system is administered by each bureau and office in accordance with procedures outlined by the Civil Service Commis-

sion. This has naturally resulted in the growth of certain varying principles and divergent standards of rating. The Office has undertaken to attain a more uniform approach to rating problems by providing a central source of information about rating and by sponsoring discussion meetings of bureau officials charged with rating responsibilities. Bureaus have been encouraged to develop programs of supervisor training to insure more accurate and equitable rating; several have made noteworthy progress in this direction.

A factual summary of 1938 ratings was prepared and circulated among rating officials, and at the request of several bureaus a manual of suggestions and instructions for the preparation of ratings was developed. This was placed in the hands of supervisors throughout the Department.

Effective use of the rating system is vital to good supervision. An effort was made to tie the rating system in more closely with other phases of personnel management. The promotion-from-within policy of the Department and the increasing number of transfers make it imperative that the efficiency rating be a reliable measure of past performance. Ratings must be equitable and dependable as among all bureaus. Only when this is accomplished can they be accepted as a sound guide to the administration of salary increases, demotions, transfers, reassignments, and other actions. Supervisors have been encouraged insofar as possible to make work adjustments according to special strengths and weaknesses in performance as shown in the periodic rating.

The appeals procedure was amended to provide for direct appeal to the bureau Board of Review of Efficiency Ratings prior to action through the regular channels established for other grievances. A time limit was placed on appeals to facilitate prompt action on all cases.

The employee notification form was revised in order to convey certain desirable information to all employees. The new form gives not only the rating and its significance, but encourages supervisor-employee discussion of the rating and informs him of his privilege to appeal as well. It is anticipated that this form will result in a more conscientious approach to the rating process on the part of supervisors and will invite greater employee confidence in the ratings themselves.

RETIREMENT

There were 42,229 employees of the Department subject to the provisions of the Retirement Act during the year. Retirement records show the following cases handled:

Nature of case:	Cases
Master retirement record cards to Civil Service Commission-----	3, 622
Applications for refund-----	1, 228
Applications for service credit-----	315
Civil Service Commission form No. 3168-----	179
Requests for letter-of-authority service-----	5, 661
Requests for previous Government service-----	4, 277
Master retirement record cards to bureau (permanent)-----	7, 800
Charge cards-----	7, 800
Correspondence-----	1, 402
Dual compensation cases-----	432
Requests returned to Civil Service Commission (no record)-----	600
Maintenance of appointment register-----	305
Transfers within the Department-----	514

Nature of case—Continued

Cases

Forms 3037 and property-claim cases.....	50
Maintenance of separation register.....	1, 899

It required 39,404 paper transactions to complete the above cases.

There were 198 retirements from the service, 58 of which were for disability (table 5). Thirty-one of the annuity retirements were optional, 100 were retirements for age, 6 were due to reduction in force, and 3 were defacto retirements.

TABLE 5.—Number of employees retired, 1936–39

Year ended June 30	Annuity retirements, by service				Disability retirements, by service				Cases dis- posed of
	P	SP	CAF	Cu	P	SP	CAF	Cu	
	No.	No.	No.	No.	No.	No.	No.	No.	No.
1936.....	29	50	18	6	11	19	18	3	154
1937.....	35	42	18	5	8	20	20	5	153
1938.....	38	48	18	12	11	15	27	1	170
1939.....	44	60	29	7	12	11	28	7	198

The smallest annuity granted was \$196.92. The largest straight-life annuity was \$1,330.56, and the largest increased annuity with forfeiture was \$1,351.68. Table 6 shows the average annuities in the four services for a 4-year period.

TABLE 6.—Average annuities in the 4 services, 1936–39

Year ended June 30	Average annuities by service			
	P	SP	CAF	CU
1936.....	\$1, 068. 59	\$990. 43	\$865. 08	\$654. 05
1937.....	1, 049. 04	1, 027. 02	887. 82	708. 79
1938.....	1, 150. 35	1, 068. 48	901. 68	902. 35
1939.....	1, 112. 75	1, 061. 72	871. 63	631. 74

There were no extensions or continuances granted during the year.

Under date of June 24, 1938, the President issued Executive Order No. 7916, effective February 1, 1939, which brought within the purview of the Retirement Act employees who were paid from P. W. A. funds and who had been employed continuously for 6 months prior to the effective date of the order. Again on April 10, 1939, the provisions of the Retirement Act were extended by Executive Order No. 8083, effective May 1, 1939, to include those employees who had been appointed to excepted positions from an open competitive register of the Civil Service Commission. These two orders materially increased the volume of work of the Retirement Section.

INVESTIGATIONS

The Division of Investigations conducted 149 investigations. These investigations and 1,022 disciplinary and personnel cases submitted by the various bureaus and offices for review and consideration resulted in 1,138 actions as follows:

Suspension without pay pending investigation.....	74
Preferment of formal charges.....	66

Removal as a result of formal charges-----	37
Reprimand by chief of bureau-----	121
Reprimand by Secretary-----	42
Reduction in grade and/or salary-----	2
Reduction in grade and/or salary and reprimand by Secretary-----	3
Reduction in grade and/or salary and transfer-----	2
Leave without pay for disciplinary reasons-----	12
Suspension without pay and reprimand by Secretary-----	86
Suspension without pay, reprimand by Secretary, and reduction in grade and/or salary-----	3
Suspension without pay, reprimand by Secretary, and transfer-----	1
Reduction in grade and/or salary, transfer, and reprimand by Secretary-----	1
Reprimand by Secretary and transfer-----	2
Transfer-----	1
Revocation of promotion-----	2
Appointment terminated (46 with prejudice and 21 without prejudice)-----	67
Resignation accepted (53 with prejudice and 15 without prejudice)-----	68
Action taken for other than disciplinary reasons-----	548
Appointment terminated without prejudice-----	325
Resignation accepted without prejudice-----	128
Other-----	95
Total-----	1,138

Other work in connection with investigations included 909 interviews with employees and officials of this Department and outside agencies and review of numerous letters prepared in the bureaus for the Secretary's signature.

EMPLOYEE UNIONS

It is an expressed policy of the Department that—

every employee has the right to join or refrain from joining any organization or association of employees, and no employee shall be required to join or refrain from joining as a condition of employment, transfer, promotion, or retention in service.

Three national organizations—the National Federation of Federal Employees, the American Federation of Government Employees, and the United Federal Workers of America—are represented in the Department. Representatives from each union make up an Inter-Union Council, which coordinates the efforts of all organized employees to improve the working environment. The Office has had frequent contacts with representatives of the unions and the Inter-Union Council. Their recommendations and views on many basic policies have been solicited, have been given careful consideration, and have stimulated or resulted in modifications of personnel policy. By and large the membership of employee unions are genuinely and intelligently interested in promoting the merit system and the social, educational, and economic welfare of employees. They are concerned with many of the same problems with which the Office of Personnel is concerned. In a statement of objectives one union declared:

It seeks to bring to employees an understanding of the reasons for sound administrative practices and to administrators an understanding of the employee point of view, thus hoping to promote higher morale and greater efficiency in the service rendered by the Department to the public.

The relationships of this Office with employee groups have brought us much nearer that objective.

